

## SECTION 4

# Proposed Future Land Uses

## Introduction

**D**ecisions about the location of future land uses in the Tyreeanna/Pleasant Valley neighborhood are based on citywide needs, neighborhood needs, and current uses. These locations also reflect the potential for economic development due to increased travel expected on Route 460 when the Madison Heights Bypass opens in late 2005 or early 2006. Citywide needs have been delineated in the new Comprehensive Plan and neighborhood needs have been expressed during numerous meetings and workshops over the past five years.

Descriptions of the proposed land uses are drawn from the *City of Lynchburg Comprehensive Plan: 2002-2020*, adopted by the City Council on September 10, 2002. The land uses are shown on the City's Future Land Use Map and are described in detail in Chapter 5, Citywide Land Use & Development of the Comprehensive Plan. Portions of those descriptions are included below.

This section of the neighborhood plan also includes a description of "Planned Development Areas" drawn from the Comprehensive Plan, Chapter 4, Plan Framework. The Planned Development Area concept may be applied to the "Village Center" area shown on the Tyreeanna/Pleasant Valley Future Land Use Map. An illustration of a Traditional Neighborhood Development (TND) is shown on page 3.17 of the Comprehensive Plan.

The Tyreeanna/Pleasant Valley Future Land Use Map depicts the City's and the neighborhood's intentions for the future use of land. Each color on the map represents a different land use. A copy of the Tyreeanna/Pleasant Valley Future Land Use Map is included at the end of this Plan.

The City will use the Tyreeanna/Pleasant Valley Future Land Use Map as a guide in making decisions regarding development proposals, such as rezonings and conditional use permits. The City will also use the map to plan its own facilities and to influence state and federal agencies' plans for their facilities, including roads. The Tyreeanna/Pleasant Valley Future Land Use Map is not static. It can be changed to reflect changing conditions, opportunities, and priorities, though such changes should always be made with an eye toward both their local and citywide impacts. Any future land use changes should be reflected on the Future Land Use Map through a plan amendment. Amending the map can be done concurrently with a rezoning or conditional use permit request.

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Descriptions of the various land uses provided below characterize the types of uses that either exist or that the City would like to see develop or redevelop in the areas depicted on the Tyreeanna/Pleasant Valley Neighborhood Future Land Use Map.

## Public Parks

The dark green areas on the Tyreeanna/Pleasant Valley Neighborhood Plan Future Land Use Map represent public parks. These lands are owned by the City of Lynchburg or other governmental agencies and are intended to be open for public recreational use.

### Three areas are designated as “public parks” on the Future Land Use Map:

- 1) The closed landfill. After the City’s current landfill is closed and capped in approximately 2014, plans are to convert it to a park or other type of recreational facility. More information about possible uses for this area is given in Section 5. Areas for Special Planning.
- 2) Several parcels between the landfill and the old Route 460. These parcels are owned by the City and will form a “green spine”—an entrance corridor leading to the new park/recreational area (the former landfill).
- 3) The area inside the loop formed by Spinoza Circle and Concord Turnpike.

## Resource Conservation

Resource Conservation Areas are colored light green on the Future Land Use Map. They encompass lands with special natural characteristics that make their preservation in open space particularly important to the City’s environmental health. The mapped Resource Conservation Areas include several old closed disposal sites, several areas with steep slopes, and several stream valleys. The stream valleys, as defined in the Comprehensive Plan, include streams and rivers, their 100-year floodplains, connected wetlands and adjacent steep slopes. Steep slopes are defined as slopes of 25% or greater. The delineation of Resource Conservation Areas on the Future Land Use Map is based on existing mapped floodplain, slope, and soils information collected for the preparation of the Comprehensive Plan. The actual boundaries of the Resource Conservation Areas in the neighborhood should be determined on a site-by-site basis using the best available environmental data and the environmental performance standards recommended in the Comprehensive Plan, Chapter 12, Natural Systems.

Resource Conservation Areas are planned to remain in vegetated open space with development limited to: 1) trails and other passive recreational facilities that involve minimal removal of vegetation, and 2) public facilities that must be located in stream valleys. These include sewer mains, wastewater treatment plants, water

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intakes and outfalls, road crossings, and public boat ramps. The goal is to keep Resource Conservation Areas as natural as possible so as to stabilize slopes, prevent soil erosion, provide natural absorption areas for urban runoff, moderate climate, and provide wooded areas for wildlife and for the respite of City dwellers. Some of the stream valley Resource Conservation Areas are recommended to become greenways and thus may have public access trails. Other Resource Conservation Areas, primarily the former waste disposal sites described earlier, are to remain in natural vegetation for purely environmental protection reasons.

Due to their distribution throughout the neighborhood and their irregular shape, readers of this plan are referred directly to the Future Land Use Map for locations of the resource conservation areas. Generally, they run along both side of streams and along the James River, with a large area behind Truck Body on Route 460, and the area around the intersection of the new Route 460 and the Concord Turnpike extension.

## **Public Use**

Colored dark blue on the Future Land Use Map, Public Use areas include properties currently owned and operated by the government (local, state, federal), excluding public parks and recreation centers, but including government buildings, public schools, police stations, fire stations, libraries, museums, and others.

### **Four areas are designated as “public use” on the Future Land Use Map:**

- 1) The new landfill. Expected to open in 2014 on the northeast side of Concord Turnpike.
- 2) The Wastewater Treatment Plant. Located on Concord Turnpike at the edge of the neighborhood.
- 3) The Virginia Department of Agriculture office and laboratory facilities at 4832 Tyreeanna Road.
- 4) The offices and facilities of the Virginia Department of Transportation at 4219 Campbell Avenue.

## **Institution**

The City’s institutions are shown in light blue. They are the religious, educational, and other nonprofit entities in the City. Examples include churches, cemeteries, private schools and universities, private nonprofit hospitals, service clubs and organizations, and other nonprofit institutions.

### **Five areas are designated as “institution” on the Future Land Use Map:**

- 1) Tyreeanna United Methodist Church and cemetery on Tyreeanna Road.
- 2) Pleasant Valley Baptist Church at 5517 Richmond Highway.

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- 3) Shekinah Glory Baptist Church at 5434 Richmond Highway.
- 4) Megginson cemetery off Megginson Lane
- 5) The Wonder Club on Spinoza Circle



The new Pleasant Valley Baptist Church offers its increasing congregation a larger facility that has also been used for public meetings.



The Shekinah Glory Baptist Church is the newest arrival in the neighborhood. Its members now own the former Pleasant Valley Baptist Church facility. A new church moving into an existing church facility is an example of building reuse.



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## Office

Office uses are shown in pale pink and are intended for small-scale office buildings with building floorplates not exceeding 20,000 square feet and building heights not exceeding four stories. Such offices provide adequate space for professional and service uses, such as medical, legal, insurance, real estate, engineering, architectural, software development, and information management uses. Office uses are generally located in lower density areas of the City, often adjacent to low density residential areas, and therefore are intended to be more compatible in scale with single family homes than the urban office uses of downtown or the office parks in employment areas.

The only area currently designated for office use is adjacent to the VDOT facility on Campbell Avenue. In the future, office uses might also be located in the mixed-use “Village Center” area (see below).

## Employment

Employment areas, shown in purple, include uses that provide a significant number of jobs. The City’s Future Land Use Map in the Comprehensive Plan shows two types of employment areas, Employment 1 and Employment 2. The decision on whether an area will be Employment 1 or 2 will be determined based on the size of the area, topography, access, and visibility.

Employment 1 areas are intended for large-scale office (greater than 20,000 square foot floorplates and/or more than four stories), small-scale office, research and development, and light manufacturing uses. “Flex-space,” an industry term for flexible building space that is designed to accommodate office, small-scale storage, and/or light manufacturing uses (e.g., warehouses), is also appropriate for Employment 1 areas. Restaurant, hotel, and business service (e.g., copy shop, computer sales and service) uses that support the office/industrial uses can be constructed in Employment 1 areas, though shopping centers are not recommended. The exact mix of uses will be determined when the permitted uses of the industrial zoning districts are reviewed and revised as part of the Zoning Ordinance revision recommended in the Comprehensive Plan.

Employment 2 areas are to include light and heavy manufacturing, research and development, flex space, and large-scale office uses. Restaurant, hotel, and business service uses are also appropriate, if sized and designed to serve the employment area. Employment 2 differs primarily from Employment 1 in that it permits heavy industrial uses (e.g., manufacturing). The types of uses permitted will be defined more precisely when the Zoning Ordinance is revised.

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- 1) Falwell Airport. The airport property is currently zoned industrial to allow for the airport. The property would be suitable for commercial or industrial uses should the airport use cease. Access is currently off of Route 460, although an alternative access might be provided from Campbell Avenue. If the decision is ever made to convert the Falwell Airport site to another use, the resulting area would be large enough to support Employment 2 uses.
- 2) The area along Route 460 from Truck Body to the Norfolk Southern railroad tracks. This area has a mixture of commercial, industrial, and residential zoning. Currently, the only access is off Route 460, although an alternative access might be established from the end of Brown Haven Lane off of Florida Avenue and running along the division between employment and resource conservation uses. This area might be better suited for Employment 1 uses, due to its size.
- 3) The property at the end of Kavanaugh Road (107 Kavanaugh Road). This site has been used for a manufacturing facility and, because of its proximity to the future City landfill, would not be suitable for residential or commercial use. Its use for manufacturing makes it a better candidate for Employment 2, perhaps an industry using recycled materials from the landfill.
- 4) Property adjacent to the City’s wastewater treatment plant, 2304 Concord Turnpike. This site is in use as a manufacturing facility. Because of its proximity to the wastewater treatment plant, the railroad tracks, and the future City landfill, the property is not suitable for commercial or residential use.



Falwell Aviation is one of the areas designated “Employment.”

## Commercial

Commercial areas, shown in red, include retail, personal service, restaurant, entertainment, and hotel uses. The City’s Comprehensive Plan describes three levels of commercial: neighborhood, community, and regional. The level is based on the size of the business and the market area.

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Neighborhood Commercial areas are sized and designed to serve their immediate neighborhood. Patrons can walk, bike, or take a short drive to reach them. They are comprised of individual businesses, clusters of businesses, or small shopping centers. They meet the day-to-day needs of a limited residential trade area of 2,500 to 10,000 people and average about 50,000 square feet of space. A grocery store or drug store is often the anchor for a neighborhood shopping center.

Community Commercial areas draw customers from at least several neighborhoods up to the entire City. They contain clusters of businesses, often at major intersections, and shopping centers. Most community shopping centers range from 100,000 to 200,000 square feet and serve 40,000 to 70,000 people. Office, research and development, and technology development uses may be permitted in Community Commercial areas as long as traffic and other impacts to the community are mitigated. In particular, conversion of existing vacant retail space to these uses may be appropriate in areas where there is sufficient retail to serve the community and space for employment uses is needed.

Regional Commercial areas draw customers from the entire region, as well as the traveling public. They contain large shopping centers or retail areas and offer either full-line department stores or major “big box” stores as anchors. Regional shopping centers would be at least as large as Community Commercial ones, 100,000 to 200,000 square feet, possibly larger, if parcels of sufficient size can be found or assembled. They are intended to serve 70,000 to 100,000 people.

**Four areas are designated as “commercial” on the Future Land Use Map:**

- 1) The parcel at 5205 Richmond Highway (the northwest corner of Route 460 and Concord Turnpike), is now the location of the Stop In gas station and mini-mart. This property will continue to be suitable for neighborhood serving commercial and will also serve travelers along Route 460.
- 2) Two small, adjacent parcels, suitable for neighborhood serving commercial, across Concord Turnpike from the Shell station/mini-mart listed above.
- 3) The area south of Route 460 between Holcomb Path Road and the Norfolk Southern railroad tracks now occupied by Jumbo’s Family Restaurant, the East Side Plaza, a carwash, and a small extended-stay hotel facility. This is an existing neighborhood commercial area.
- 4) The “Village Center” area on the south side of Route 460 between Holcomb Path Road and Poston Street, including the medium density residential area around the center. While the Village Center is planned for mixed use, it includes a community commercial component. More information about this area is given in Section 5. Areas for Special Planning.

## **Low Density Residential**

Low Density Residential areas are dominated by single-family detached housing at densities of up to four dwelling units per acre. These areas are colored light yellow on the Future Land Use Map. In addition to residential uses, they may include public and institutional uses compatible in scale with single family homes. Private recreation uses and private open space are also appropriate for Low Density Residential areas.

The areas designated low density residential on the Future Land Use Map are generally those areas that because of their topography and distance from major thoroughfares are more suited to residences. A significant portion of these areas are not served by City sewer and some areas have poor soils for septic systems. In order to encourage new or infill development, sewer service may be necessary, depending on the soil type and size of lot. (See Section 3, for a discussion of sewers.)

Areas adjacent to the current City landfill, especially those along Rockwell Road and Tyreeanna Road, are not likely to attract infill development until the landfill closes in approximately 2014. Further, property along the south side of Nickerson Road (the side not in City ownership) will need extensive buffering to protect homes in that area from impacts from the new City landfill planned to open after 2014.

The roughly triangular area in the southern part of the neighborhood bounded by Campbell Avenue, the Norfolk Southern railroad tracks, and a resource conservation area has both industrial and commercial zoning. The commercially zoned areas have residences on them. There is no commercial or industrial development. The property is quite hilly, so it is better suited to residential development. If additional residences are built, some buffering may be necessary to mitigate the impacts of Campbell Avenue and the railroad.

The tobacco warehouse area, 5533 Richmond Highway (behind the new Pleasant Valley Baptist Church) is currently a nonconforming use because it is an industrial use in a residential zone. Because of its isolation from other employment/industrial uses, the recommended land use continues to be low density residential.

## **Medium Density Residential**

These areas are colored greenish yellow on the Future Land Use Map. They are characterized by small-lot single-family detached housing, duplexes, and townhouses at densities up to 12 units per acre. Where neighborhoods already exist, infill development should be at a compatible density and housing type. In addition to residential uses, they may include public and institutional uses compatible in scale with single family homes. Private recreation uses and private open space are also appropriate.



The area designated medium density residential on the Future Land Use Map is the roughly triangular area between U.S. Route 460, Tyreeanna Road, and Concord Turnpike. This area is the heart of the residential portion of this neighborhood. Part of this area between the intersection of Tyreeanna Road and Rockwell Road, extending to Carnell Lane is served by City sewer, but the majority of the area is not. In order to encourage new or infill residential development, sewer service will be necessary. (See the discussion of sewers in Section 3.)

This area is also affected by odors and litter from the current City landfill; it is not likely to attract infill development until the landfill closes in 2014. However, once new park facilities have been established on the closed and capped landfill, this area, along with the low density residential area next to it, will have an attractive amenity.

Medium density residential may also be included in the mix of uses in the Village Center area.

## **High Density Residential**

High Density Residential areas, colored greenish gold on the Future Land Use Map, are developed or to be developed into high density townhouse or multifamily housing. Densities can range up to 30 units per acre. They may include public, institutional, private recreation, and private open space uses.

The Tyreeanna/Pleasant Valley area has been more attractive over the years to low density, single-family development, rather than multifamily complexes. Because of the hilly terrain and the lack of City sewer service, only those residences that could fit the topography and rely on a septic system were built.

There are no areas on the Future Land Use Map specifically designated as high density residential. The only area that may include high density residential is the Village Center area, which might incorporate apartments or townhouses. However, this area is not served by the City sewer system, so high density residential uses will not be developed until sewer service is available. The Village Center is on the other side of Route 460 from the current City landfill, but the odor from the landfill does reach the area on some occasions. So, until the landfill closes in 2014, development of housing in this area is unlikely.

## **Mixed Use**

These areas do not fit into any single use category as they are planned for a mix of uses carefully designed so as to mitigate any potential land use conflicts. Mixed Use areas are indicated by an “x” pattern on the Future Land Use Map.

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The area designated mixed use on the Future Land Use Map is the “Village Center” area located south of U.S. Route 460 and between Holcomb Path Road and Poston Street. One way of developing this Village Center would be as a Planned Development Area using, for example, the City’s Traditional Neighborhood Development (TND) ordinance. Planned Development Areas are discussed in more detail below.

#### **The Village Center mixed use area is envisioned as a combination of:**

- Commercial uses to serve travelers along Route 460, thereby taking advantage of the economic development opportunities presented by the additional traffic from the Madison Heights Bypass.
- Commercial uses to serve the Tyreeanna/Pleasant Valley neighborhood, as well as nearby portions of Campbell and Amherst counties.
- Office uses
- Employment
- Residential, especially medium and high density uses, such as apartments and townhouses

### ***Planned Development Areas***

The City of Lynchburg’s residentially zoned areas are slowly building out. There are a limited number of large areas remaining for new residential development. It is important that these areas be planned so that they become assets to the City. They should offer a wide range of housing opportunities and attract new residents to the City to support its ample retail offerings and provide workers for new businesses. On the Plan Framework Map in the City’s Comprehensive Plan, these areas have been identified as Planned Development Areas. As described in this section, the City would like to see these areas develop somewhat differently from the usual suburban residential patterns.

Residential development within the City over the past 40 years has been predominantly in the form of suburban-style subdivisions, with large lots, wide streets, no sidewalks, and an unconnected and isolated street network. New residential streets typically lack a grid pattern and are instead curvilinear with cul-de-sacs that force traffic onto major streets. This street pattern tends to increase traffic levels on the City’s major roadways because these roads offer the only way in and out of the neighborhoods. In addition, because residential subdivisions have tended to be single-use, residents must often drive to work, school, shop, and worship. A lack of sidewalks and bicycle paths or lanes also forces more driving. Neighborhoods have become isolated bedroom communities within the larger community.

To obtain more diverse, connected, and integrated neighborhoods, the City will promote the development of Planned Development Areas according to Traditional Neighborhood Development principles (e.g., Wyndhurst), as permitted within the

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Traditional Neighborhood Development (TND) special zoning district in the Zoning Ordinance.

**These TND principles are:**

- 1) The design of the neighborhood and mix of land uses allows residents to work, shop, and carry out many of life's other activities within the neighborhood.
- 2) A variety of housing types is provided at a range of densities, types (multifamily, townhouse, and single family), and costs. Neighborhoods are heterogeneous mixes (i.e., socio-economic, racial, age, family size) of residences in close proximity to commercial and employment uses.
- 3) The neighborhood includes a retail, office, employment, and/or entertainment core to provide economic and social vitality, as well as a major focus and meeting place in the community.
- 4) The circulation system serves many modes of transportation and provides choices for alternative transportation routes. Streets, alleys, and pedestrian and bike paths connect to the surrounding area. Streets and alleys generally follow a grid pattern to provide these route choices and connections. Traffic calming techniques may be used to reduce vehicle speed and increase pedestrian and bicycle safety.
- 5) The overall intensity of development is designed to be high enough to support transit service and public transit is convenient.
- 6) A system of parks; open spaces; and civic, public, and institutional uses is included to create a high quality of life and civic identity for the community.
- 7) The cluster concept is embraced so as to concentrate development in environmentally suitable areas and to preserve and protect important environmental and cultural (e.g., historical, social, and educational) resources.

Further information about the design and development of the Village Center area and how the Planned Development Area concept might be applied is included in Section 5. Areas for Special Planning.

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